

**CALIFORNIA DEPARTMENT OF  
CORRECTIONS AND REHABILITATION**

**REPORT ON EXPENDITURE OF AB 900  
REHABILITATION FUNDING**

**LEGISLATIVE REPORT**

**JANUARY 2008**

**CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION  
REPORT ON EXPENDITURE OF ASSEMBLY BILL 900 REHABILITATION FUNDING  
LEGISLATIVE REPORT  
JANUARY 2008**

A. Background	1
B. Increase Utilization of Existing Resources	2
C. Program Participation Incentives Plan	4
D. Planned Expenditure of Assembly Bill 900 Rehabilitation Funds	4
1. Proof Project	4
2. Inmate Assessment, Assignment, and Case Planning	5
3. Substance Abuse Treatment Expansion	9
4. Day Treatment and Crisis Care Services for Mentally Ill Parolees	10
5. Prison-to-Employment	11
6. Rehabilitative Staff Skills Training	12
7. Education for Inmates Reporting and Statewide Tracking Automated Tracking System	12
E. Additional Expenditures Related to Assembly Bill 900	13
1. Adult Programs Realignment	13
2. Office of Research Funding	14

**CALIFORNIA DEPARTMENT OF CORRECTIONS AND REHABILITATION  
REPORT ON EXPENDITURE OF ASSEMBLY BILL 900 REHABILITATION FUNDING  
LEGISLATIVE REPORT  
JANUARY 2008**

The California Department of Corrections and Rehabilitation (CDCR) respectfully submits the following plan that describes the planned expenditure of rehabilitation funds provided in Section 28(b) of Chapter 7, Statutes of 2007 (the Public Safety and Offender Rehabilitation Services Act of 2007, Assembly Bill [AB] 900, Solorio). This information is provided pursuant to the requirements of the Supplemental Report of the 2007 Budget Act, Item 5225-001-0001-CDCR (Item 1, page 31).

**A. Background**

Section 28(b) of AB 900 provided \$50 million to supplement funds for rehabilitation and treatment of prison inmates and parolees. The purposes for which these funds may be expended are "...for staffing, contracts, and other services for rehabilitation and treatment services that include academic and vocational services, substance abuse treatment, and mental health treatment." Budget trailer bill language (Chapter 175, Statutes of 2007 [Senate Bill 81]) requires these funds be used for developing prison-to-employment programs, expanding substance abuse programs for inmates and parolees, developing and implementing risk and needs assessments for inmates, establishing and funding day treatment services for mentally ill parolees, and expanding educational and vocational programs for inmates. This language is reflective of the 13 Phase I performance conditions contained in AB 900 (Section 22), which requires successful completion of 13 conditions prior to release of Phase II funding for construction.

The most urgent Phase I conditions were considered in planning the expenditure of rehabilitation funds. Seven of the 13 conditions are considered a near-term high priority for rehabilitative programming. The remaining six conditions, while important to overall success, are addressed through other processes. These six conditions relate to in-prison and reentry bed acquisition, operation of the California Rehabilitation Oversight Board, remedy of CDCR management deficiencies, and review of existing parole procedures. The focus here is on the following seven high priority conditions for rehabilitative programming:

- Utilization of Rehabilitative Resources (three conditions):
  - CDCR has increased full-time participation in inmate academic and vocational education programs by 10 percent from the levels of participation on April 1, 2007 (Condition 11).
  - Prison institutional drug treatment slots have averaged at least 75 percent participation over the previous 6 months (Condition 5).
  - CDCR has developed and implemented a plan to obtain additional rehabilitation services, pursuant to Penal Code (PC) Section 2062, and the vacancy rate for positions dedicated to rehabilitation and treatment services in prisons and parole offices is no greater than the statewide average vacancy rate for all State positions (Condition 12).



- Inmate Assessment and Assignment (one condition):
  - CDCR has implemented an inmate assessment at reception centers, pursuant to PC Section 3020, and has used the assessment to assign inmates to rehabilitation programs for at least six consecutive months (Condition 6).
- Increase Programming Capacity (three conditions):
  - At least 2,000 substance abuse treatment slots established in PC Section 2694 have been established, with aftercare in the community (Condition 4).
  - At least 300 parolees are being served in day treatment or crisis care services, pursuant to PC Section 3073 (Condition 8).
  - CDCR has completed the Inmate Treatment and Prison-to-Employment Plan, pursuant to PC Section 3105 (Condition 7).

CDCR carefully considered these near-term priority areas in determining how best to maximize use of new funds as well as existing funds for rehabilitation and treatment of prison inmates and parolees. As a result, the Department is implementing an approach which will increase utilization of existing resources, and strategically allocate new funds from the \$50 million appropriated by AB 900 to high priority program areas during fiscal year (FY) 2007-08 and FY 2008-09. Consequently, the Governor's Budget includes a total of \$33.9 million (\$2.5 million in FY 2007-08 and \$31.4 million in FY 2008-09) from the \$50 million appropriated in AB 900. In addition, the Governor's Budget includes AB 900 related General Fund augmentation of \$4 million in FY 2008-09. The total amount for AB 900 related activities is \$37.9 million (\$2.5 million in FY 2007-08 and \$35.4 million in FY 2008-09). A description of the approach and proposed uses for the new funds follows.

## **B. Increase Utilization of Existing Resources**

The determination of how best to utilize new funds for rehabilitation and treatment of prison inmates and parolees necessarily led to examination of the use of current resources. It was found that despite recent successes in filling teacher vacancies (i.e., the teacher workforce increased from 1,217 positions to 1,392 positions over the prior year, out of a total of approximately 1,520 positions statewide) and negotiating teacher pay parity equal to school districts, full-time inmate participation in academic and vocational education programs is lacking. This means that although inmates are enrolled in educational programs, actual attendance is well below expectations.

Using the performance measure established in AB 900, CDCR is required to increase full-time participation in inmate academic and vocational education programs by 10 percent from the levels of participation on April 1, 2007. On this date, the total number of hours an inmate attended the program to which he or she was assigned averaged 50 percent statewide for academic education and averaged 42 percent for vocational education. The reasons for nonattendance are captured by type:

- Circumstance beyond the control of the inmate (referred to as "S" time) include reasons that are both custody and education related.
  - Custody reasons such as modified programming including lockdowns, fog lines, investigations, in-service training requirements, and other classroom closures due to facility/physical plant issues.



- Education reasons include when classes are suspended due to teacher vacancies, teacher absences, on-the-job training, special assignments, and acting or out-of-class assignments.
- Authorized excused inmate absence due to illness, appointment, or other reasons (referred to as “E” time).
- Unauthorized inmate absence due to failure to report to class (referred to as “A” time).

Also, using the performance measure established in AB 900, CDCR prison institutional drug treatment slots must average at least 75 percent participation over the previous 6 months. While there may be room for improvement, utilization of in-prison drug treatment slots is much higher and typically averages a filled capacity at or near 92 percent. However, there are waiting lists for treatment services that should receive focused attention to identify options to increase services available in the near-term.

Given these circumstances, CDCR must take immediate action to increase utilization of existing programming opportunities prior to allocating new funds for these same purposes. Moreover, increasing utilization of existing rehabilitative programs must be done in a manner reflective of the guidance from the Expert Panel on Adult Offender Recidivism Reduction Programming (hereinafter referred to as the Expert Panel) and Governor’s Rehabilitation Strike Team (hereinafter referred to as the Strike Team). In general, this means the programs must be efficacious, inmate assignment must reflect his/her programming needs, and the prison environment must support and encourage inmate participation in programming. (See description below of program participation incentives.)

The Department’s plan to obtain additional rehabilitation and treatment services for prison inmates and parolees is expansive and multi-faceted. The Department will employ a comprehensive approach to providing and partnering with local communities to provide an array of treatment interventions and programs targeted to meet offender risk and needs, as determined through an individual assessment process, within prison settings and communities. The plan has three tracks: increase utilization of existing programming resources (Track 1); implement and test the new rehabilitative programming model through a “proof project” (Track 2); and implement the new programming model statewide (Track 3).

Track 1 is focused on fully utilizing existing programming capacity within prisons. There are three phases of this effort: increasing utilization of existing programming resources by maximizing offender participation in current programs; increasing programming capacity within existing resources; and increasing programming capacity with new resources (will require future budgetary action). The goal of this effort is at least twofold: to better utilize current programming resources and to begin to focus on moving the prison system in generally the right direction consistent with the new rehabilitative treatment approach.

Track 2 is to implement the “proof project” to demonstrate and test implementation of the new rehabilitative model (California Logic Model) recommended by the Expert Panel. The Expert Panel also recommended using a reception center, a prison, and a parole region to test the design and remedy implementation issues prior to statewide rollout. The Department is also including a secure reentry facility setting (a new option authorized by AB 900) within the test since these facilities will offer additional rehabilitation programming opportunities and facilitate offender reentry to home communities.



Track 3 is the rollout statewide of the new rehabilitative treatment model based on the “lessons learned” from the proof project. The proof project will inform and facilitate statewide implementation by providing valuable process and practice design. The elegant design of the new rehabilitative model will be incorporated statewide throughout the correctional system.

These efforts are further described in a separate report required by AB 900 (Section 8) which is entitled, “Obtaining Additional Treatment and Rehabilitative Services for Inmates and Parolees.” This plan addresses the AB 900 Phase I condition which requires CDCR to develop and implement a plan to obtain additional rehabilitation services, pursuant to PC Section 2062. This condition further requires CDCR to achieve a vacancy rate for positions dedicated to rehabilitation and treatment services in prisons and parole offices that is no greater than the statewide average vacancy rate for all State positions.

### **C. Program Participation Incentives Plan**

Creating a prison environment that supports and encourages inmate participation in rehabilitative programming is essential to successful implementation of prison reforms. A “rehabilitative environment” must exist throughout each institution. Therefore, the Department is taking a broader view of the AB 900 charge to develop incentives to increase inmate participation in academic and vocational education to also include the prison environment in its entirety. CDCR has developed a plan using information from a variety of sources (e.g., data collected from other states, substance abuse program practices, and wardens) to create a menu of core practices and optional best practices. Incentives being considered include reinstatement of the previous privilege card system, which might include enhanced yard time, night yard, expansion of visiting, additional quarterly packages, additional canteen draw, first to access canteen, and many others. Within this broader context, incentives specific to academic and vocational education were also developed.

Wardens will be provided with the tools they need to increase program participation and inmate accomplishment of milestones, e.g., literacy level increase, high school diploma or equivalent, or job skills. This effort is currently underway, in partnership with Adult Programs and the Division of Adult Institutions. This will be a key part of the effort to increase utilization of existing program resources.

### **D. Planned Expenditure of AB 900 Rehabilitation Funds**

The Department has focused use of AB 900 rehabilitation funds on the remaining most urgent Phase I conditions. The Proposed Governor’s Budget for FY 2008-09 includes the following proposed expenditures from the \$50 million as authorized in AB 900.

#### **1. Proof Project**

The Proposed Governor’s Budget for FY 2008-09 includes a \$5 million placeholder for establishment and implementation of a proof project to test and demonstrate implementation of the California Logic Model envisioned by the Expert Panel. The proof project will use a reception center, a prison, a reentry facility, and a parole region to demonstrate and test the rehabilitative treatment model in its entirety. Offenders will be involved in this project from intake through community reentry and parole discharge. The project will showcase the pathway of rehabilitative programming for a group of inmates, beginning with a risk and needs assessment at intake in the reception center, to further assessment and assignment to rehabilitative programming based on assessed needs in the prison, to intensive programming



efforts in a secure reentry program facility to facilitate transition to aftercare, and follow-up in the community. Lessons learned from this project will inform and benefit greatly the statewide rehabilitative programming implementation process.

Significant work is underway to plan, design, and implement the proof project. The proof project sites have been selected and will target offenders from San Joaquin, Calaveras, and Amador counties. The sites are:

- Deuel Vocational Institution (reception center site)
- California State Prison, Solano (in-prison site)
- Northern California Reentry Facility (reentry site serving San Joaquin, Calaveras, and Amador counties)
- Parole Region I (parole site, serving parolees from San Joaquin, Calaveras, and Amador counties)

Project teams comprised of cross-departmental staff have been formed and site-specific project leaders designated. A governance structure to establish clear lines of authority and facilitate appropriate and timely decision-making also has been established. While each project site (i.e., reception center, prison, reentry facility and community) is different, the overall framework consisting of the management structure, approach, and tools and techniques will be consistently applied.

Work is also underway to document the program flow and design of an integrated rehabilitative treatment model, which takes place in prison, reentry facilities, and local communities. These prototype designs are intended to demonstrate implementation of the Expert Panel's California Logic Model, and articulate for CDCR staff and other stakeholders what rehabilitative programming is and how it might work in a "live" setting. The prototype integrated rehabilitative treatment designs are models only; however, they provide a starting point for discussion about the details of operating a rehabilitative treatment program. It is expected the prototypes will be adapted based on the specific setting, the needs of the population to be served, and the input of local communities.

## **2. Inmate Assessment, Assignment, and Case Planning**

AB 900 (PC Section 3020) requires CDCR to conduct assessments of all inmates that include data regarding the inmate's history of substance abuse, medical and mental health, education, family background, criminal activity, and social functioning. Furthermore, the assessments must be used to place inmates in programs that will aid in their reentry to society and will most likely reduce the inmate's chances of reoffending. The Phase I condition states: CDCR has implemented an inmate assessment at reception centers, pursuant to PC Section 3020, and has used the assessment to assign inmates to rehabilitation programs for at least six consecutive months (Condition 6).

Building upon the Department's current efforts, the Governor's Budget includes an additional \$483,000 General Fund in FY 2007-08 and \$5.2 million General Fund in FY 2008-09 to continue implementation of the initial risk and needs assessment at all reception centers, retool the inmate assignment process, conduct secondary assessments, develop case plans based upon the assessments, and provide the necessary management oversight for the entire process. Each aspect of this proposal is described in the following.



### Initial Risk and Needs Assessments

The Department adopted use of an automated risk and needs assessment instrument and began implementation at reception centers during FY 2006-07. This effort was initially funded by means of the Recidivism Reduction Strategies Budget Change Proposal in the FY 2006-07 Governor's Budget. The instrument used is the Correctional Offender Management Profiling for Alternative Sanctions (COMPAS). The COMPAS risk assessment tool is a research-based, risk and needs assessment tool for criminal justice practitioners to assist them in the placement, supervision, and case management of offenders in community and secure settings. The assessment tool consists of 141 questions used to determine overall risk potential and a criminogenic and needs profile. The COMPAS instrument also contains additional functionality which includes an offender case plan, parole agent case plan, case notes, and resource database (currently containing community resources only).

The Department also adopted a phased implementation plan for completing COMPAS assessments. Phase I was implemented in June 2007 by initiating use of the tool at four reception centers. Phase II extended the assessment process to the remaining eight reception centers in FY 2007-08. At present, 22 academic teachers administer the COMPAS assessment and 33 office assistants' track and key enter the COMPAS data. Due to limited resources, only some of the newly received inmates who have longer than 240 days to serve receive an assessment. As of February 2008, almost 6,000 assessments at intake have been completed.

Inmates with less than 240 days to serve receive a COMPAS assessment conducted by the Division of Adult Parole Operations (DAPO) as part of the pre-release program. The COMPAS instrument has been in use by the DAPO pre-release program since 2006. As of February 2008, DAPO had conducted approximately 100,000 risks and needs assessments for prison inmates with 240 days to serve prior to release on parole. The 240-day timeframe corresponds to when the Release to Parole Summary document is prepared by the prison and sent to parole services. The DAPO also uses COMPAS functionality for the Parole Agent Case Plan and Case Notes.

The Governor's Budget includes continuation of \$1,634,000 General Fund and 22 positions in FY 2007-08 and an increase of \$1,648,438 General Fund and 19 positions in FY 2008-09 to increase the number of assessments conducted during reception center processing. The COMPAS assessment will be conducted for all new commitments and parole violators with new terms. This equates to approximately 46,000 assessments per year, which excludes inmates with less than 240 days to serve that are currently assessed by DAPO. A total of 41 positions (including the 22 academic teacher positions currently funded from reducing recidivism strategies) will conduct the COMPAS assessments at intake.

The Department is also in the process of validating the COMPAS instrument. One study is looking at the portion of the COMPAS (static risk scale) that measures the risk to reoffend in order to determine how well it predicts recidivism. A second study is looking at the portion of the COMPAS that screens for risk factors associated with reoffending to determine how well they correlate to the likelihood of reoffending. Preliminary findings indicate that although the COMPAS predicts recidivism, the cut-off scores for low, moderate, and high risk to reoffend need to be modified. These shortcomings can be addressed through adjustment of the COMPAS instrument.



At the same time, the Department is in the midst of reconsidering the current approach to conducting COMPAS assessments. Two key areas are under review, as follows:

- Development of a Cohesive Risk and Needs Assessment Process: The guidance provided by the Expert Panel and Strike Team make it abundantly clear a statewide systems approach is required. It is also clear an inmate risk and needs assessment is foundational to planning rehabilitative interventions that promote safety within the prison setting and within home communities (i.e., successful reentry and reintegration). However, at present, the Department's approach to risk and needs assessment is not integrated.

The impetus for use of COMPAS began prior to AB 900 within two parts of the CDCR organization and is used for different purposes. DAPO uses COMPAS for pre-release planning. The Division of Education, Vocations, and Offender Programs intended to use COMPAS to develop an Individualized Comprehensive Life Plan with a focus on educational planning. It no longer makes sense to continue these two separate processes that occur at the "front-end" (intake at reception centers) and at the "back-end" (240 days prior to release from prison to parole).

Therefore, the Department is determining how to transition to a "front-loaded" system to complete the full risk and needs assessment process for all inmates during intake at reception centers (i.e., COMPAS core tool). This means DAPO would no longer complete the entire COMPAS core assessment at 240 days prior to release to parole, but would instead focus only on COMPAS reentry factors (i.e., the COMPAS reentry tool). The timing corresponds well with the need to begin reentry and community reintegration activities. The Department is developing a plan to accomplish this transition.

- Complete Assessment of All Inmates: The guidance provided by the Expert Panel and Strike Team also suggests all inmates should receive a risk and needs assessment in order to determine appropriate case planning. However, the current COMPAS implementation strategy (i.e., conducting assessments at reception centers only) will not result in all inmates receiving an assessment and case plan. Inmates already in prison prior to beginning COMPAS would not be assessed.

Therefore, the Department is determining how to complete COMPAS for all inmates within a reasonable period of time (e.g., two years or less). Staff is currently reviewing data to determine the number of inmates in prison with a COMPAS assessment. Specifically, inmates with an assessment include the almost 6,000 assessed to date at reception centers, and a portion of the 100,000 DAPO assessed inmates who have recidivated from parole to prison. It is estimated that as many as 17,000 current prison inmates have recidivated and already have a completed initial risk and needs assessment. This will provide a better assessment of the work needed to complete assessment for all inmates. Moreover, it is expected a plan will be needed to complete COMPAS assessments for some inmates in the prison setting.

The Department will complete the analysis of these issues shortly and will develop an appropriate implementation plan to make these adjustments to the current initial assessment implementation approach.



### Inmate Assignment

The assessment information will be used to inform the process to assign inmates to 1 of the 33 institutions statewide. The inmate classification and prison assignment process is complex and must consider many factors, not the least of which are security levels, and medical and mental health needs. The Department is reviewing the existing classification process, including the classification staff representative processes, to determine how to incorporate the COMPAS information along with other classification factors as part of the endorsement (prison assignment) process. This process will also be tested and modified in the proof project. The COMPAS data is also being utilized to identify services/program needs. The Governor's Budget includes \$135,000 and two positions in FY 2007-08 and three positions and \$339,000 in FY 2008-09 to support the Classification Services Unit in making changes to the complex inmate assignment process.

### Secondary Assessments

The Governor's Budget includes \$819,360 General Fund and the equivalent of 8 positions which will be phased-in over 3 years beginning in FY 2008-09 to conduct secondary assessments of inmates identified as moderate to high risk to recidivate. Inmates assessed by COMPAS as being "low risk" to reoffend would not require further assessment; they would have a behavior management plan developed to address life skills. Moderate to high scores on the COMPAS criminogenic needs profile would indicate the need to administer a secondary assessment instrument to more fully assess the nature of the risk and needs. For example, educational or vocational deficits may indicate the need to administer the Test of Adult Basic Education; Comprehensive Adult Student Assessment System; or Interest Determination, Exploration and Assessment System. Similarly, an indication of substance abuse might warrant use of an assessment tool such as the Addiction Severity Index.

Secondary assessments will be used as indicated to provide additional information necessary to effectively determine appropriate rehabilitative interventions. The Department has identified which secondary assessments it plans to use in each of the six core programming areas recommended by the Expert Panel and Strike Team.

### Case Planning

The Governor's Budget includes \$6,759,720 General Fund and the equivalent of 66 positions which will be phased-in over 3 years beginning in FY 2008-09 to create offender behavior management plans based upon the assessments and other information gathered during the intake process. Implementation of behavior management planning at the 33 general population adult institutions will occur over a 3-year period beginning in FY 2008-09. The behavior management plan will address rehabilitative intervention programming needed to address each inmate's criminogenic needs. Those inmates at low risk to reoffend would receive a behavior management plan to address life skills.

### Management Oversight Staff

The Governor's Budget includes \$348,000 General Fund and 2 positions in FY 2007-08 and a total of \$2,066,376 General Fund and 8 positions in FY 2008-09 to establish a CDCR headquarters' team responsible for ensuring the assessment and behavior management planning processes are appropriately and consistently implemented.



Together these assessments, case planning, and management oversight activities are intended to begin moving each prison toward a rehabilitative programming environment as envisioned by the Expert Panel and Strike Team. These initial efforts should not be expected to be as robust or elegant as those resulting from the "proof project" (see above description). However, it is important to begin moving the statewide prison system in the right general direction. It is anticipated that the rollout of these activities will be incorporated within the previously described Track 1 to increase utilization of existing resources.

### **3. Substance Abuse Treatment Expansion**

AB 900 (PC Section 2694) requires CDCR to expand substance abuse treatment services in prisons to accommodate at least 4,000 additional inmates who have histories of substance abuse. Furthermore, in determining the prison locations for these additional services, CDCR may consider efficiency and efficacy of treatment, and availability of staff resources, physical space, and additional resources in the communities to supplement the treatment. In addition, CDCR is required to expand follow-up treatment services in the community to ensure offenders who participate in substance abuse treatment in prison receive necessary follow-up treatment while on parole. The AB 900 Phase I condition states: At least 2,000 substance abuse treatment slots established in PC Section 2694 have been established, with aftercare in the community (Condition 4).

The Governor's Budget includes \$308,000 General Fund and 6 positions in FY 2007-08 and \$8,103,000 General Fund and 29 positions in FY 2008-09 to provide evidence-based substance abuse treatment services for 2,000 inmates and continuing care for 1,000 parolees. This augmentation will fund the first phase (2,000 slots) of the 4,000 bed expansion, and provides in-custody treatment services, continuing care, and training for the substance abuse staff.

CDCR has begun the work associated with the new 2,000 slots, including working with the prisons where the beds will be located, siting the modular space, drafting the request for proposals used to select contractors to deliver the services, and doing joint work with other CDCR program organizations to plan integrated services for the new programs.

The Department has selected the prison locations and conducted site reviews to validate feasibility of the specific site. The selected prisons are: California Correctional Institution Level I (50 slots); California Institution for Men Level I (250 slots); Valley State Prison for Women Level I/IV (250 slots); Central California Women's Facility Level I/IV (250 slots); California State Prison, Solano Level II (500 slots); Sierra Conservation Center Level I (250 slots); Avenal State Prison Level II (250 slots); and Leo Chesney Community Correctional Facility (200 slots). Pending completion of the modulars, if necessary, the intent is to use interim programming space at these locations to begin substance abuse treatment.

The Department is using the findings of various independent evaluations of its substance abuse programs to inform the program expansion that is underway. The programs will provide various treatment interventions consistent with established and proven evidence-based treatment modalities and will include the availability of continuing care treatment in the community. CDCR is currently budgeted for 50 percent of substance abuse program participants to take part in community aftercare for an average of 150 days. In the future, contractors will be held to a higher percentage of offenders transitioning from in-prison treatment to aftercare. CDCR's current array of substance abuse treatment and recovery programs establishes a basic framework for an effective network of substance abuse intervention.



#### **4. Day Treatment and Crisis Care Services for Mentally Ill Parolees**

AB 900 (PC Section 3073) authorizes CDCR to obtain day treatment and to contract for crisis care services for parolees with mental health problems. The day treatment and crisis care services should be designed to reduce parolee recidivism and the chances a parolee will return to prison. CDCR is required to work with counties in obtaining these services with the goal of extending services upon completion of the offender's period of parole, if needed. The AB 900 Phase I condition states: At least 300 parolees are being served in day treatment or crisis care services, pursuant to PC Section 3073 (Condition 8).

The Governor's Budget includes no funding and four ongoing positions in FY 2007-08 and \$6,031,000 General Fund in FY 2008-09 to enhance mental health rehabilitative and stabilization services for the adult mentally ill offender parolee population. The FY 2008-09 funding includes \$5.6 million to be used in working with counties to determine the unmet mental health needs of parolees and expand the treatment options and provide needed services. These funds are in addition to \$4 million from Reducing Recidivism Strategies set aside in FY 2007-08 for wraparound and residential services for mentally ill parolees. For FY 2007-08, the \$4 million will be partially used to fund day treatment and crisis care with the balance (\$2.15 million) disbursed regionally as a case management tool to pay for supportive services for mentally ill parolees.

The CDCR Mental Health Services Delivery System (MHSDS) provides offenders access to mental health services. The MHSDS is designed to provide an appropriate level of treatment and to promote individual functioning within the clinically least restrictive environment consistent with the safety and security needs of both the inmate-patient and the institution. The intent of the MHSDS is to advance the CDCR's mission to protect the public by providing timely, cost-effective mental health services that optimize the level of individual functioning of the seriously mentally ill offenders (both in custody and on parole) in the least restrictive environment.

In-custody outpatient care is provided in an array of treatment levels including the Correctional Clinical Case Management System (CCCMS) and the Enhanced Outpatient Program (EOP) levels of care. An offender identified as CCCMS will typically be able to function in a general population, administrative segregation, and security housing unit setting. An offender identified as EOP will typically not be able to function in the general population based upon a demonstrated inability to program in work or educational assignments or other correctional activities; display of dysfunctional or disruptive social interaction including withdrawal, bizarre, or disruptive behavior; or is unable to perform the activities of daily living. These designations of EOP and CCCMS remain constant upon parole.

These funds will augment the existing services available to parolees through parole outpatient clinics (POC). The POC provides mental health assessments and outpatient treatment upon and throughout parole. As of July 1, 2007, the statewide parolee population with mental illness was 23,378, or approximately 20 percent of the overall parolee population. The average monthly EOP parolee population in July 2007 was 4,108; and was 19,270 for CCCMS.

It is envisioned existing POC mental health services will be expanded through this effort to include day treatment and crisis intervention as a point of referral. Day treatment programming will allow more intensive treatment services for severely mentally ill, higher needs parolees who currently receive services through a POC. It is believed the addition of a day treatment program component to the existing POC service array will address an important gap in current services.



The Department will work with counties and providers to identify unmet service needs and develop contracts with counties to expand day treatment options and services.

Crisis intervention services will address a significant unmet need in available mental health interventions. Few options are currently available to address the needs of parolees with a mental health crisis. Contracting with counties for these services will ensure parolees receive necessary crisis intervention services, and enable step-down to day treatment programming and/or board and care as appropriate.

The Department has contracted with the University of California, Los Angeles (UCLA) Integrated Substance Abuse Programs to conduct a process and outcome evaluation of the Mental Health Services Continuum Program. The contract has completed a four year evaluation and was extended by two years. To date, the UCLA analysis has revealed a strong positive relationship between the number of POC sessions attended and recidivism risk. The specific findings were that the greater the number of POC contacts a mentally ill parolee has, the less likely he or she is to return to prison. The evaluation concluded that enhancing retention in the program would further reduce recidivism outcomes.

### **5. Prison-to-Employment**

AB 900 (PC Section 3105) requires CDCR to develop an Inmate Treatment and Prison-to-Employment Plan. The plan should: a) evaluate the current inmate education, treatment, and rehabilitative programs to determine whether they provide inmates with sufficient skills likely to result in successful employment in the community and reduced recidivism and, b) recommend changes to the Governor and the Legislature. Status reports on plan development were due by October 1, 2007 and January 15, 2008, with the final plan due by April 1, 2008. The October and January reports were submitted and the final will be submitted shortly. The AB 900 Phase I condition states: CDCR has completed the Inmate Treatment and Prison-to-Employment Plan, pursuant to PC Section 3105 (Condition 7).

The Governor's Budget includes \$301,000 and 6 ongoing positions in FY 2007-08 and \$681,000 in FY 2008-09 to establish a prison-to-employment component within the Division of Education, Vocations, and Offender Programs. This function will address directly the high rate of unemployment among parolees, which is estimated to exceed 80 percent. Furthermore, of those inmates who are assigned to a work incentive training program (53.6 percent), only a small number of available programs provide the transferable academic and employability skills necessary for successful community reintegration. Parolees who lack a legitimate source of income are at significantly increased risk to recidivate.

CDCR will create a "prison-to-employment continuum" to directly link behavioral, academic, and vocational education to job skills and available job opportunities in the community. Departmental representatives participated with the Strike Team in reviewing model prison-to-employment programs from around the nation. The key components of successful programs have been identified, including the importance of vocational-institutional job training, employment skills development, and employment resource centers. The resource centers typically provide inmates access to job databases that connect the job skills acquired in employment training programs to existing jobs available in the community.

CDCR is developing a new employment program called *New Start* that will provide for a uniform integrated ex-offender employment placement system. The Department is modeling this new program after successful offerings in other states, particularly Texas' longstanding and



successful employment reentry program, Project RIO (Re-Integration of Offenders). The CDCR *New Start* program will facilitate collection of documents needed for gaining employment and making them available to parolees, parole agents, and program staff. Those include State identification cards, birth certificates, social security cards, evidence of tuberculosis testing, education records, rehabilitation records, and resumes. Academic and vocational programs will be evaluated and modified as necessary to ensure that they prepare inmates for employment. Institutional job classifications and training will be aligned with projected labor market demands in the communities. Additional details will be provided in the final Prison-to-Employment plan.

## **6. Rehabilitative Staff Skills Training**

The Governor's Budget includes \$1.4 million General Fund and 9.7 positions in FY 2007-08, and \$5.4 million General Fund and 41 positions in FY 2008-09 to provide training to approximately 1,900 prison staff who will play key roles in the rehabilitation process for inmates and the implementation of AB 900. Key to the Department's success in implementing a rehabilitative culture will be staff training regarding the role rehabilitation can play in an offender's life, the principles that will be taught to offenders, and their role in an offender's rehabilitation and public safety. The training provided will focus on the principles of effective rehabilitation, cognitive behavioral intervention, motivational interviewing, and other skills. The training will provide specific communication skills and techniques designed to reduce offender resistance, increase offender motivation to change, and reduce individual criminal risk.

CDCR will begin by training existing staff at reception centers that are directly responsible for administering the risk and needs assessments. During those individual training sessions, CDCR will also train staff identified to serve as department-wide trainers, who will then travel the State in teams and train staff at all institutions. Ultimately, this rehabilitation training will be added to the academies where it will be required for all participants.

## **7. Education for Inmates Reporting and Statewide Tracking (EdFIRST) Automated Tracking System**

The Governor's Budget includes \$961,000 General Fund and 6 positions in FY 2008-09 to implement the EdFirst Project. Additional funding will be required in two subsequent years to support the development and implementation costs for this project.

The EdFirst Project addresses the Department's business needs associated with expansion of the adult inmate and juvenile ward education programs, both academic and vocational. Specifically, the project will provide the functionality required to track and report inmate and ward (offender) education data timely, effectively, and efficiently by headquarters' staff, 33 adult institutions, 6 juvenile facilities, and various other authorized users.

EdFirst is an information technology system that will store inmate educational files and data electronically. This system will provide CDCR an electronic means to track student participation, progress, and achievement, and replace the existing manual system. EdFirst will also allow the Department to respond more effectively to inquiries about inmate education. Given the charge to significantly increase rehabilitative programming, this system will significantly enhance the ability of the Department to monitor and track progress.



## **E. Additional Expenditures Related to Assembly Bill 900**

### **1. Adult Programs Realignment**

The Governor's Budget includes \$2,920,000 General Fund and 24 positions in FY 2008-09 for Adult Programs. This is a General Fund augmentation not funded from the AB 900 \$50 million appropriation. These resources will provide critical infrastructure support to enable the Department to meet AB 900 mandates. The funds will support the following activities.

#### **Office of Program and Policy Development**

An Office of Program and Policy Development (13 positions) will be established within Adult Programs to focus on 2 functional areas: program and policy development, and program fidelity.

The Program and Policy Development Section includes efforts to develop, implement, and oversee the delivery of effective existing and new treatment interventions, program, and settings (e.g., new and in-fill beds, secure reentry facilities, etc). This section also will be responsible for developing and implementing the new core programs recommended by the Expert Panel. These programs include: aggression, hostility, anger, and violence; criminal thinking and associations; behavior skills; family, marital, and relationships; and programs for sex offenders. In addition, the section will oversee policy and procedure development relative to inmate program participation incentives.

The Program Fidelity Section will be responsible to ensure programs, once implemented, are operating consistent with the intended design. This section will also address changes to current programs as evaluation and research activities identify the need for program elimination or modification. In addition, this section will be responsible to implement the risk and needs assessment and case planning process throughout the system as well as within the proof project sites.

#### **Local Government Liaison Office**

A Local Government Liaison Unit (five positions) will be established to assist with program coordination between CDCR, other State departments, counties, and community providers in program identification and delivery. This unit will establish the formal relationship with local communities necessary to improve successful offender reentry and reintegration. The unit will be the primary liaison with statewide and regional associations representing local interests, such as the California State Association of Counties, League of California Cities, California County Mental Health Directors Association, County Welfare Directors, county substance abuse directors, and other local government entities. It will also work closely with the CDCR Office of External Affairs in the development and preparation of educational materials.

#### **Program Support Unit**

Program Support Unit (six positions) will be established within the newly created Office of the Undersecretary for Programs. This unit will provide staff necessary to coordinate and oversee the administrative functions associated with the development and enhancement of rehabilitative programming as required by AB 900. This unit will provide oversight and coordination of budget requests and contracts to ensure integrated approaches and non-duplicative requests, work with Programs' divisional staff to improve work products, and make approval recommendations



to the Undersecretary regarding Programs divisions' budget proposals and personnel and contract documents.

## **2. Office of Research Funding**

The Governor's Budget includes \$1,091,000 and 10 positions by FY 2008-09 for the CDCR Office of Research (OR). This is a General Fund augmentation not funded from the AB 900 \$50 million appropriation. The OR will use these resources to establish enterprise data system enhancements, expand data analysis and reporting capacity, and expand the capability required to effectively implement the mandates of AB 900 for rehabilitation programming.

The OR is charged with measuring inputs, outputs, and intermediate and long-range outcomes for both institutional and community-based (parole) rehabilitative programs. The OR also has some specific assignments that are critical to the success of rehabilitative programming efforts. These include, but may not be limited to, the following:

- COMPAS Validation: Leading efforts to validate the COMPAS tool for use in determining risk to recidivate and predicting recidivism (as described above).
- Evaluation of Existing Programs: Leading the effort to complete evaluation of existing rehabilitative programs. The Expert Panel identified 34 CDCR programs in its initial inventory of services. The Expert Panel then used the Center for Evidence-Based Corrections (CEBC) at the University of California, Irvine to review as many of these programs as possible by their June 2007 report deadline. The aim was to estimate the potential of these programs to reduce recidivism. The CEBC team was able to study 11 of the 34 programs using the California Program Assessment Process (CPAP), a tool for determining the extent to which offender risk reduction programs incorporate evidence-based treatment and practices. The next step is for the CEBC to complete the evaluation of the remaining 23 programs. The OR will oversee this process and complete future ongoing program evaluations.
- Program Evaluation Function: Whereas comparisons can be made among programs with regard to their performance (e.g., costs, outputs, and outcomes) through use of CDCR data, explanation of these differences must be provided by other means. The OR will implement the validated Correctional Program Checklist tool, authored by Dr. Ed Latessa of the University of Cincinnati, to determine the extent to which a program has integrated evidence-based treatments and practices with the goal of reducing recidivism. This information will be used to point out strengths and weaknesses in correctional programming that are the performance drivers. The OR staff will be trained in the use of this tool and implement it in lieu of the CPAP, which has yet to be validated.

This comprehensive system of program evaluation will provide measures for CDCR baseline treatment programs, as well as AB 900 enhancements as they are implemented. The program evaluation function will become more important in looking at differences in performance between similar programs set in different institutions, or in some cases, even the yards within institutions. For example, educational programs are fairly consistent with regard to content; however, how programs are implemented may differ widely in terms of number of offenders served, average number of contact hours, average increases in grade level performance, or costs per contact hour. The OR will work toward developing these types of measures and providing explanations which



should lead to continuing, expanding, modifying, or eliminating programs based on performance.

- Data Collection, Analysis, and Reporting: The above activities will require data collection, an appropriate data system to house data, data validation and analysis, and reporting of data and information. These efforts will require extensive computerized data systems development, complex computer programming for data collection and validation, ongoing quality control, and comprehensive analysis. Existing data systems will be used, as appropriate, including the Offender Based Information System which is CDCR's primary provider of summary statistical information about inmates and parolees, the Distributed Data Processing System, the Inmate Classification and Scoring System, the incident reporting database, COMPSTAT, and all other major inmate and parolee databases.